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ABSTRACT

Three years ago a Commission on Civil Disorder was appointed by former Mayor Ilus W. Davis to study the disturbance that occurred in Kansas City during the week of April 8, 1968. The Final Report of that Commission contained numerous recommendations for "the prevention of this type of disorder and for the establishment of harmonious relations among the people of the city." Among those recommendations was the suggestion that a Task Force be appointed to consider priorities, to consider means of implementation and to report on progress. On February 26, 1969 the Commission on Human Relations was designated by the Mayor as the Task Force to follow-up on the recommendations of the Civil Disorder Report. This report--two years after the Interim Report, three years after the Civil Disorder Report--has been undertaken for two purposes. First, a sufficient period of time has elapsed to allow for most of the policy and program changes originally recommended to have been implemented. Secondly, the recently elected officials of the city government have expressed a need for examining the current status of social conditions in Kansas City in order to explore approaches to further improving those conditions. (Author/JM)

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THREE YEAR REPORT: THE QUALITY OF URBAN LIFE

Human Relations
Task Force
On
Civil Disorder

October, 1971

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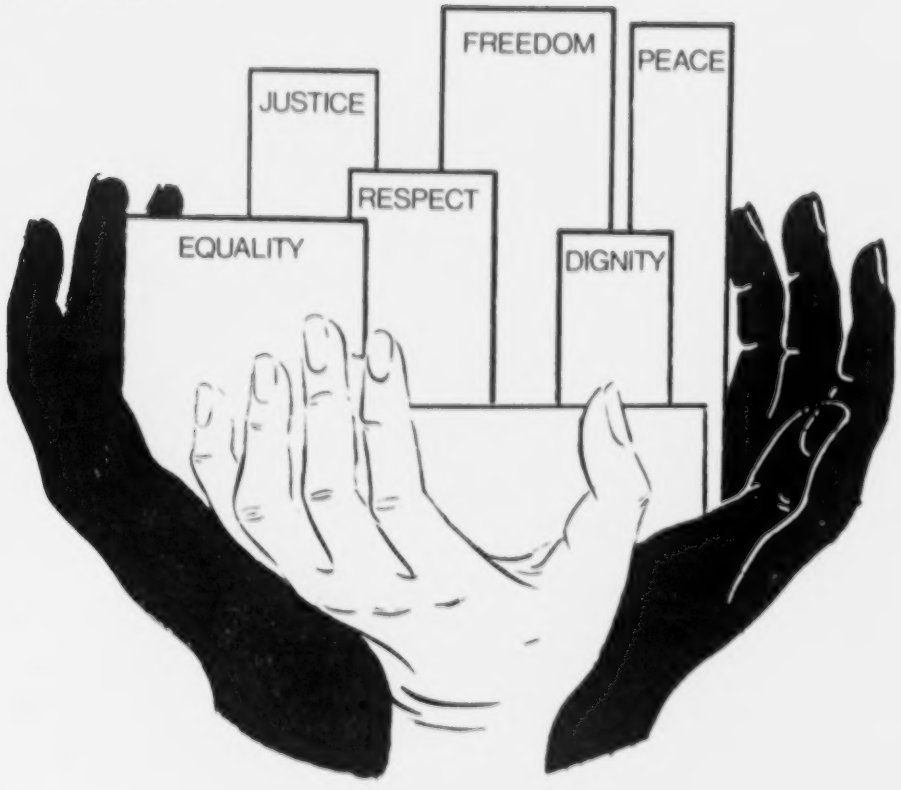

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PREFACE

Three years ago a Commission on Civil Disorder was appointed by former Mayor Ilus W. Davis to study the disturbance that occurred in Kansas City during the week of April 8, 1968. The Final Report of that Commission contained numerous recommendations for "the prevention of this type of disorder and for the establishment of harmonious relations among the people of the city." Among those recommendations was the suggestion that a Task Force be appointed to consider priorities, to consider means of implementation and to report on progress.

On February 26, 1969 the Commission on Human Relations was designated by the Mayor as the Task Force to follow-up on the recommendations of the Civil Disorder Report. That spring, interviews were conducted with administrators of the Kansas City, Missouri Police Department; the Kansas City, Missouri School District; Metropolitan Junior College; and the City of Kansas City, Missouri.

Three Conclusions were noted in an Interim Report as a result of those interviews:

1) That the administrators generally agreed with a majority of the recommendations;

2) That the administrators perceived some evidence of progress in implementation of the recommendations; and

3) That favorable actions regarding implementation of the recommendations were related generally to those which did not involve major financial and/or structural change.

This report--two years after the Interim Report, three years after the Civil Disorder Report--has been undertaken for two purposes. First, a sufficient period of time has elapsed to allow for most of the policy and program changes originally recommended to have been implemented; a review of the status of those changes is commensurate with the continuing desire to minimize dissension among the citizens of Kansas City through elimination of tension-inducing circumstances. Secondly, the recently elected officials of city government have expressed a need for examining the current status of social conditions in Kansas City in order to explore approaches to further improving those conditions.

The Advisory Commission on Human Relations and the Department of Human Relations submit this report to the Mayor, Dr. Charles B. Wheeler, Jr.; to the members of the City Council; to the City Manager, John Taylor; and to the Citizens of Kansas City, Missouri with the expressed desire that its contents might serve in part as new guidelines for action in aggressively pursuing those characteristics that have become our motto:

JUSTICE, FREEDOM, EQUALITY, DIGNITY, PEACE, RESPECT

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DEPARTMENT STAFF AND COMMISSION MEMBERS

INTRODUCTION

One of the consequences of preparing this Three Year Report has been a renewed appreciation for the work done by the Mayor's Commission on Civil Disorder and its staff in preparing the August, 1968 Final Report on Civil Disorder. The chairman, David R. Hardy, and the executive director, Robert S. Boyd, should, we feel, be once again commended for the thorough job they accomplished in a three-month time period.

Their record of the developments of the April, 1968 civil disorder stands as a valuable contribution to the understanding of the factors involved in a social process as destructive and costly as this event.

Beyond that, their report has undoubtedly exercised considerable influence in the determination of action taken in response to the disorder. We have not attempted to measure precisely--no doubt it would be impossible to do so--the positive steps taken to remedy social injustice as a consequence of their report, but we feel confident in asserting that the candor which characterized the report--in the historical chronology, the analysis, and the recommendations--had significant bearing, directly and indirectly, on the attention subsequently given to conditions of life in the inner city.

Because the Final Report was concerned specifically with the civil disorder, its focus was primarily on the three institutions most directly involved: the Police Department, the School District, and City Government. In preparing this Three Year Report, these three institutions have again received close scrutiny; the scope of our report has not, however, been limited to these areas. The complexity of urban life necessitates consideration of a multitude of factors, and we have taken this opportunity to examine in less detail other areas that in part determine the quality of life in Kansas City.

This report as a whole is the joint effort of the Commission on Human Relations and the Department of Human Relations. Although much of the research and writing was accomplished by an eight-member committee of commissioners and staff, the entire commission was afforded opportunity to critique and react to the content of various drafts. While we cannot purport to have attained unanimous agreement on all points, the content represents the general consensus of both human relations organizations.

Extensive reliance has been placed on previously published data and on interviews with representatives of the various institutions included in the scope of the report. We have not conducted a rigorous research study; we do feel, however, that our vantage point as persons continuously involved in dealing with diverse human and social problems has uniquely equipped us to evaluate existing indicators of social change. We are mindful, too, that much of the "substance" of urban life is not amenable to quantitive analysis. We would argue that the dynamic nature of social relations cannot wait for that time when such precise measurement techniques avail themselves to us. We can only strive to minimize the subjective bias inherent in a project such as this.

For the sake of clarity, each segment of the body of this report that deals with original recommendations of the Final Civil Disorder Report has been organized in the following format:

1. Restatement of the original recommendation.

2. Status of progress in respect to that specific recommendation.

3. Commentary.

4. New recommendation, or revision of the original recommendation, if any.

Segments dealing with areas not addressed in the Final Civil Disorder Report consist of a commentary and, in some instances, recommendations.

The Summary contains more concise statements as to our evaluation of the progress made during the past three years in implementing the recommendations of the Commission on Civil Disorder.

SUMMARY

The civil disorder of 1968 was undeniably the most spectacular display up to that time of frustration and anger on the part of black residents in Kansas City. For too many persons, it was the first and only indicator of dissatisfaction. Today, most persons would concede that the disorder was a culmination of many hints and clues to which we failed--or refused--to respond, or to even see and hear. Yet, there are disturbing signs that already we are forgetting the lesson; a line of reasoning that goes something like, "It's been three years...no more riots... we've made progress...." could readily lull us into a sense of false security. Even worse, it could allow continuing neglect of the fact that some residents of this city exist in conditions so deplorable that most of our middle class and well-to-do residents could not even conceive of them mentally, let alone survive in them physically.

The civil disorder did get a message across. While the Department and Commission on Human Relations disavow any advocacy of a repeat performance for purposes of increased communication, we do strongly urge positive action in response to the many current symptoms of social turmoil. This action must, we emphasize, be directed not simply toward avoidance of similar disorders--i.e. "keeping the lid on"--but toward continued resolution of problems that precipitate such disorders.

The citizenry as a whole has acquired a new awareness and more sophisticated understanding in the past three years of the nature of social problems. The poor and minority communities in particular have become increasingly knowledgeable of the subtleties of institutionally-sustained social injustices. To date, these new insights on the part of various groups have not coalesced into complementary efforts at problem solving. Instead we have increased alienation on the part of the poor, minority groups, and youth; increased violence displayed in fire arms purchases, correctional institution disturbances, and bombings; increased rigidity and defensiveness on the part of many persons in traditional organizations and agencies. Inter-group relations have not improved perceptibly. Disconcerting symptoms in the increase of drug abuse by the whole society are not diminishing. On the one hand, heroin use and addiction are growing rapidly; on the other hand, tranquilizers, aspirin and alcohol are also being abused by the citizenry.

With these qualifying, and, we hope, sobering thoughts, we present in summary form the major efforts of the past three years to resolve these problems, and we state briefly our recommendations of areas in which emphasis should be placed in the immediate future. Documentation and more detailed discussion of the issues touched on here may be found in the section of the report entitled Areas of Social Concern.

* * *

Law Enforcement A number of efforts have been made to improve the relationship of the Kansas City Police Department to the community: an Office of Citizens Complaints has been established; two additional storefronts have been put into operation; the Pin Point Patrol has been instituted with Model Cities funding; human relations training is offered on a regular basis to incoming recruits at the Regional Center for Criminal Justice; the personnel strength of the Community Relations Unit has been increased.

The above changes, however, do not fully meet the objectives set by the recommendations of the Final Civil Disorder Report. The necessary steps, for example, have not been taken to regain local control of the Police Department. Emphasis should be placed on developing a community relations approach that is integral to the operation of the whole department. The service function of police work should be given greater attention not only at the storefronts but throughout the three Patrol Divisions. This function could be enhanced even further by the use of paraprofessionals as an auxillary body to the police. Human relations training should be intensified for entering personnel, and provided on an on-going in-service basis for all personnel at all levels. Citizen advisory groups should be formed at various levels in each patrol division as well as for the department as a whole. Concerted efforts should continually be made to increase minority employment in the department. The Office of Citizens Complaints should be periodically reviewed to assure its effectiveness.

Education The election of board members on a sub-district basis for the first time in 1970 holds promise of improved delivery of educational services through more representative membership on the board. A variety of developmental and compensatory programs have been made possible through federal funding of the Division of Urban Education. No progress has been made in integration of the student bodies; on the contrary, the pattern is very distinctly one of re-segregation. Progress on integration of faculties is not uniform throughout the school district. Emphasis should be placed on developing techniques for accomplishing integration--both to assure quality education for all students and to avoid federal intervention. More efforts should be concentrated at the lower elementary levels on identifying the potential drop-out, the delinquent or disturbed youth, and on developing programs to meet these special needs before they become of crisis proportions. Exploring alternative forms of taxation for financial support, increasing responsiveness on the part of the administrative staff to community participation in the decision-making process, and providing in-service human relations training of all teachers on an on-going basis are other areas in need of immediate attention.

City Government Functions A number of improvements have been made in city government, some of the more obvious being city-wide trash pick-up, the M.U.S.T. bus program, the Mayor's Council on Youth Opportunity, Interim Assistance, reactivation of the Advisory Commission on Human Relations, establishment of the Human Relations Department and a Model Cities Agency, and appointing of a black administrator in the city manager's office. Not enough attention, however, is being given to community relations aspects of the delivery of city services. Specific efforts in this area should be coordinated, and a community relations approach should become

an integral part of all city operations. Special efforts should be made to deliver city services based on need in areas of older physical facilities, lower socio-economic conditions and minority groupings. Emphasis should be placed on enforcement of housing codes to the end that the enforcement "stops further deterioration of housing" and thus "improves the quality of available housing." To assist in accomplishing this, a revolving loan fund for persons with moderate income should be established. Day nurseries for the care of underprivileged children are needed on an even more comprehensive basis than will be provided under the current Model Cities program or other existing programs. Efforts should be continued to improve ATA service at lower cost. Every avenue should be explored for utilization of school facilities for year-round recreational purposes. Non-discriminatory hiring and promoting of city employees, as well as equal employment practices among city sub-contractors as noted in the section of this report on employment, remains a priority concern. All three city anti-discrimination ordinances need to be revised and strengthened.

Housing It is difficult to discern many realized improvements in housing conditions in Kansas City. The Housing Development Corporation and Information Center (HDCIC) has begun to provide much needed resources. Minor revisions have been made in the boundaries specified in the real estate want ads of the Kansas City Star in an effort to minimize perpetuation of segregated housing. The recently created Advisory Commission on Housing has potential for coordinating and accelerating efforts in the area. Several moderate income developments have opened such as Holy Temple Homes, Lincoln Gardens and Friendship Village, but these have not alleviated the need. Emphasis should be placed on involvement of citizens in decision-making and policy formulation, developing local strategies for checking destructive federal policies and facilitating constructive federal programs, exploring new patterns in types of housing facilities, dispersal of mixed income housing throughout the Kansas City area, and drastically reducing the incidence of abandonment of houses. The Fair Housing Ordinance needs strengthening in order to deal more adequately with discriminatory practices, although we stress that the real estate industry itself is the key to breaking discriminatory practices.

Employment The recent increases in unemployment, city- and nation-wide, have only served to compound the problems of the poor and minority residents. A number of programs established in part to attempt to remedy some of these problems--NABS, LEAP, OJT, the Job Clearinghouse, CEP, MDTA, Model Cities, Human Resources Corporation, Public Service Careers--have met with limited success, and, in recent months, decreasing success. The impact of the pending Emergency Employment Act program is largely a matter of speculation. The efforts of private industry and organized labor in resolving employment problems have been below those of local government agencies. Emphasis should be placed on stringent enforcement of existing anti-discrimination legislation; elimination of testing procedures that prove to be discriminatory according to the criteria of the Supreme Court ruling in Griggs vs. Duke Power Co.; cooperative efforts between industry, education, and government; and on affirmative action beyond compliance with the law.

Health A number of positive programs addressing needs of the inner city have been implemented or expanded by the City Health Department--increases in child health clinics, a Family Planning Program, protective services for the elderly, and an Out-reach Program among them. The Wayne Miner Health Center opened in June, 1968 has been expanded; a complementary service has been established with the opening of the Model Cities Comprehensive Neighborhood Health Center. Staff and programs at the Western Missouri Mental Health Center have been expanded and up-graded. Particularly encouraging is the comprehensive health plan initiated by Model Cities resulting in creation of the Health Resources Institute. Full support should be given to further implementation of this plan. The neighborhood center facilities should be increased both in number and scope. Cooperative efforts with the state-level programs should be pursued.

Mass Media Too little attention has been focused on the magnitude of influence the mass media has in shaping attitudes and thus indirectly determining priorities and policies. Continuous efforts should be made to assure that the community has a voice in the nature and tone of audio-visual programs and news coverage. In particular, care must be taken that equal access and control of any cable TV systems established in this area are assured for all segments of the community. Standards of human relations awareness for news media staff should be established and observed. Employment of minority persons must be greatly increased at all levels to accomplish accurate and complete representation of minority group concerns. The journalism profession itself must implement policy changes that fulfill its responsibilities to the community for fair and complete programming and reporting.

Criminal Justice System A major problem of the criminal justice system is that various components operate and are viewed as if they are independent of one another--just as in this report we have treated the law enforcement function separately from prosecution, defense, courts, probation, institutionalization and parole! A multitude of problems within and between these components are addressed in the recently completed Study of Criminal Justice; recommendations resulting from that study should not be allowed the fate common to most such reports. Local strategy for influencing allocation of Law Enforcement Assistance funds should be developed, with maximum emphasis on community relations and development of progressive community-oriented programs. The recently organized Alliance for A Safer Metropolitan Kansas City could potentially serve as a catalyst for direly needed improvements in all components of the system, as well as for integration of the functions of the various components as they effect the offender.

* * *

Many officials and citizens have made a number of constructive efforts at problem solving in most of the areas covered, as detailed in the body of this report, and they are to be highly commended for what they have done. At the same time, we know that some of the initial attempts have not reached

their goals in solving the basic problems. Some of these problems have been assuaged in some ways; but the road ahead is long and arduous and calls for continued thoughtful analysis, realignment of priorities and reallocation of commitments and resources.

The areas dealt with above by no means exhaust the multitude of factors that play a part in the lives of poor and minority residents. We have not, for example, dealt with welfare or the church as an institution. A further word of caution: Since the civil disorder of 1968 occurred in the black community, the Final Report and its recommendations dealt more specifically with that community. We emphasize that much of this Three Year Report is applicable to the Mexican-American community as well, both in the nature of problems and proposed approaches to solutions. While the American Indian population is difficult to identify as a geographical community, special attention most certainly should be given to the social problems they are experiencing in an urban setting. Areas of poor and working class whites, particularly in the Northeast, are experiencing severe problems; and finally, we cannot turn our attention too soon to preparation for future developments in the Northland area.

Two major observations can be made on the basis of the findings of this committee:

1. To the extent that change has occurred, federal funding has been the primary impetus.

2. To the extent that change has not occurred, racism has been the primary impediment.

Were all federal programs to be terminated instantly, very little change since the civil disorder would be in evidence. Local priorities have not changed; local systems have not changed; conditions for disadvantaged residents have not changed.

While we recognize the inter-play of power, politics, economics, apathy, restrictive federal priorities and fear of innovation as additional impediments to change, racism emerges as the most basic and pervasive obstacle.

Not all the changes recommended in the 1968 Final Report required additional funds; nor do all the recommendations of this report. Money alone is not the answer. Authentic commitment to the necessity of change is. Action based on that commitment is essential to demonstrate to minority persons that the problems described in this report will be solved. Until we are willing to examine in detail the ways in which our institutions are organized that keep equal opportunity and equal life results out of reach for minority persons, we will not move ahead significantly in Kansas City. It is that simple. And that complex.

AREAS OF SOCIAL CONCERN

I. RECOMMENDATIONS REGARDING THE POLICE DEPARTMENT

Recommendation #1

The necessary steps should be taken to return the Kansas City, Missouri Police Department to local control. It should function under a police board, the members of which are appointed by the Mayor, subject to approval by the City Council.

Study should be made of the possibility of eventually having a Metropolitan Police Department functioning in the entire metropolitan area. It is believed that such a metropolitan department could function more efficiently in all of the cities comprising the metropolitan area. The possibility of a Metropolitan Police Department in the future should not be permitted to postpone the return of our present department to local control.

STATUS: a. Local control of the Police Department has not been returned to the city.
b. A Metropolitan Police Department has not been formed.

Commentary

A. The Commission on Civil Disorder recommended local control of the Police Department in the belief that local control would make responsiveness on the part of the Board of Police Commissioners to the needs and priorities of local citizens a necessity. To date, however, no serious or sustained attempt has been undertaken by the City Council or any other body, public or private, to obtain legislation that would return control of the Police Department to the City. While there is pro and con on this issue and while debate on this issue might be abrasive, little evidence has been presented to negate the Commission's original posture that, "If the Board which determines police policy were appointed by the Mayor of Kansas City subject to the approval of the City Council, and regulated by City ordinances, it could be expected to have a greater awareness and sensitivity to local problems, than has been shown under state control."

In addition to these two positions, there is yet another that bears on this issue. A considerable number of minority residents of the core city are convinced that law enforcement should be made more accountable to the local citizenry of each community within the city. This kind of local control is quite different from City control as advocated in the above recommendation.

B. Regarding the formation of a Metropolitan Police Department, although this has not been done, certain functions that such an agency might perform are in operation. These include shared use of the Police Department's computer and its helicopters by law enforcement agencies in the area, the activation of the Metro Squad for investigation of certain major crimes occurring on either side of the State Line, and joint use of the Regional Crime Laboratory. Cooperation on the Missouri side of the metro area is carried out primarily through the Northwest Missouri Law Enforcement Assistance Council which serves as a planning and conduit agency for federal funds authorized by the Omnibus Crime Control and Safe Streets Act. One of the Northwest Missouri LEA Council's major projects is the Regional Center for Criminal Justice, a training resource for law enforcement personnel from police departments in Cass, Clay, Ray, Platte, and Jackson Counties.

CURRENT RECOMMENDATION

The City Council and the Mayor should reopen the question of local control, hold public hearings to determine community feelings on this matter, and decide on the basis of their findings what action to take.

Recommendation #2

The size of the Police Department should be substantially increased, hopefully by at least 600 additional policemen.

STATUS: At the time the Civil Disorder Report was published in 1968, there were 940 law enforcement personnel in the Police Department. As of September 15, 1971, there were 1,162. By May 1, 1972 there will be 1,300, an increase of 360 over the strength of the Department in 1968.

Commentary

The recent passage of the Earnings Tax proposal accounted for 350 of the increase of 360. The recommendation calls for hopefully 600 additional policemen. Without a new tax source, and with the Earnings Tax not yielding what was at first anticipated, it would appear doubtful that the Department could grow beyond 1,300 for some time to come.

However, numbers of personnel are not the sole criterion of effectiveness. Quality of program and new approaches to law enforcement may be more important in the long run than simply an increase in size of the Department. The degree of respect for an institution held by an informed public is also an important criterion.

Recommendation #3

The compensation of police officers should be substantially increased in order to facilitate securing the best qualified persons to handle police needs in today's complex urban community. It has been aptly stated that today's police officer needs the qualities of a psychologist as well as the qualifications previously expected of a policeman. Policemen should be compensated accordingly.

STATUS: In 1968 the monthly salary for an entering recruit was $532; at present it is $679, with a top salary of $1,051 for a patrolman.

Commentary

In a table of Police Department salaries from 40 major U.S. cities, eighteen of these departments were shown to offer a higher beginning salary for patrolmen than does Kansas City. However, only three of these other departments exceed Kansas City's upper range for patrolmen ($1,051). In the eighteen cities with higher beginning salaries, these ranged from $697, in Memphis to $1161 in San Francisco. The three cities with a higher top salary for patrolmen are Oakland--$1081, San Francisco--$1161 and Honolulu--$1153.

Data comparing salary ranges for supervisory personnel were not available for inclusion herein.

CURRENT RECOMMENDATION

Salary ranges of all job classifications, particularly below the rank of captain, should be evaluated periodically in order to be competitive in retaining and recruiting personnel.

Recommendation #4

The number of Negro officers on the police force should be substantially increased. At the present time there are only 5% to 6% of the officers in the Department who are Negroes. These are considered capable officers, but more are needed for the benefit they could give the Department in the areas of both law enforcement and human relations. In order to secure more Negro officers, more recruits must be trained, and provision should be made for providing education opportunities for Negroes interested in the Department, so as to assist them in meeting existing educational requirements for policemen.

STATUS:
a. When the Civil Disorder Report was published in 1968, 5.7% of the Department was comprised of black officers. In March, 1969, this figure has risen to 6.6%. There are now 84 black officers out of a total of 1,162, or 7.2%.
b. In the latest recruit class of 46 now in training at the Regional Center, there are 11 black officers, or approximately 24% of that group.
c. Educational opportunities to assist blacks and other minorities in meeting educational requirements for police work are not at present offered by the Police Department directly or through referral. It should be noted that in 1969 several high school dropouts were recruited by the Police Department into a Community Service Officer Program and given training intended to make it possible for the recruits to receive a G.E.D. certificate. The program was discontinued.

Commentary

The proportion of black officers in the present recruit class is about 24%. So far as can be ascertained, this is the first time such a proportion has been reached since the Civil Disorder Report was published. Perhaps one major reason for this increase is the fact that there was more active follow-up on persons who had begun the process of application, but who had for some minor reason been rejected.

Although the increase in numbers of minority police trainees is encouraging, it is clear that in the absence of intensified and on-going minority recruitment efforts, blacks will continue to be seriously under-represented on the department's officer work force. To illustrate, only about 140 of the 350 officer job slots created by earnings tax approval remain unfilled. If blacks fill 24% of these vacancies, only slightly more than 9% of the department's officers will be black.

CURRENT RECOMMENDATION

It is vitally important that the Police Department continue its present review of recruiting, application and testing procedures to the end that those practices which may now be unnecessarily impeding employment of more minority officers can be eliminated.

Recommendation #5

Police promotions are presently considered by members of the Department, including Negroes, to be based on merit and to be fair and objective. Consideration should be given to the establishment of a permanent board, or one which serves for a definite term, to administer the oral examination in connection with the Department promotions. Such a promotions board should include local experts rather than those whose primary interests are outside of Kansas City. For example, the board could consist of a local F.B.I. agent, a member of the University of Missouri at Kansas City Law School faculty, and a psychologist or psychiatrist practicing in Kansas City.

STATUS: The Department convenes a special three man board to administer oral examinations for promotion. For the last set of examinations for sergeant and captain, the following persons made up the board:

--Lt. Col. Allen Rush, Kansas Highway Patrol
--Dr. Charles B. Wilkinson, Psychiatrist, Western Missouri Mental Health Center
--Mr. Ralph Hanley, Personnel Director of Leeds General Motors Plant

Commentary

There are currently 84 black officers in the Department; seven are sergeants and one is a captain.

CURRENT RECOMMENDATION

An in-depth analysis of promotional procedures should be made periodically to insure that the promotional system adequately addresses upward mobility for black and other minority officers.

Recommendation #6

The Department should place greater emphasis on human relations and human relations training, both in the Police Academy and throughout the Police Department. Human relations instruction and training should be an on-going program with required participation by all officers. Human relations training at the Academy and within the Department should be by teachers who are experts in the field of human relations.

STATUS: During the 14 week training period at the Regional Center (totalling approximately 530 hours), 39 hours are devoted specifically to sociology, applied psychology and human relations training. This course is taught by regular staff. In-service training in human relations for all personnel of the rank of sergeant or below was taught by the City Human Relations staff in 1969. Human relations training is not conducted as an on-going in-service program.

Commentary

In addition to the 39 hours specifically devoted to human relations training at the Regional Center, emphasis is placed on the need for good "public relations" in situational training throughout the 14 week course, for an estimated additional 20 hours. The balance of the 530 hours are devoted to traditional law enforcement functions unrelated to human relationships. While the importance of such training should not be minimized, a wide variety of authoritive studies have shown that the average urban police officer spends the majority of his time on the job dealing with human relations problems.

The Regional Center does not offer courses in minority group history, culture, and life style as a part of its human relations training.

CURRENT RECOMMENDATIONS

1. The human relations training provided for recruits should be expanded and should be conducted with the assistance of professionals in the field of human relations. Minority history and culture should be taught as part of this training.

2. In-service training should be conducted on an on-going basis for all police and civilian personnel with the assistance of professionals in the field of human relations.

Recommendation #7

In the assignment of policemen to patrol duty, there should be a continuing effort to select those officers who best understand the current problems of the people and culture of the area to which they are assigned.

STATUS: Efforts are made by the command staff to assign officers according to their ability to understand the problems and culture of the community in which they are to work. Where errors in judgment are made in such assignments, the officer is transferred to another location or unit. Black officers are not necessarily assigned to patrol duty in predominately black communities.

There is still a fairly pervasive belief in the minority community that many officers working there do not understand the problems and culture of the community.

CURRENT RECOMMENDATION

Concerted efforts should continuously be made to assign officers according to their ability to understand the problems and culture of the community in which they are to work.

Recommendation #8

In the inner-city area in particular, foot patrolmen should be used to the extent possible, as it is clear that the foot patrolman gets better acquainted with the people in his area, and has a better understanding of their thoughts and problems than do motorized patrolmen.

STATUS: Through a Model Cities contract with the Police Department, a Pin Point Patrol of 15 officers has been instituted. In addition, there are four other walking patrolmen, one at 31st and Troost, one in the City Market, and two in the Central Business District. These are supported out of the Department's regular budget.

Commentary

Expanding the number of foot patrolmen is now under consideration by the Police Department. The expansion would be accomplished through reassignment of personnel rather than through use of Model Cities funds or other supplementary funds.

Response within the minority community to the use of foot patrolmen has been, with few exceptions, highly positive. The attitude toward the program on the part of participating officers has been positive as well. Although hard statistics are not yet available, it seems likely that the improved community relations brought about by personal contact between police officers and citizens in non-hostile situations will improve police-community cooperation.

Recommendation #9

A Police Cadet program involving underprivileged young people, including Negroes, should be established. Such a program would encourage the interest of youths in a police career, and would also improve understanding between the police and the people of the inner-city.

STATUS: In 1969, a small Community Service Officer program was conducted for eight high school drop-outs. A Cadet Program, for high school graduates too young to enter the force, has not been implemented.

Commentary

The Chief of Police has stated a willingness to sponsor both a CSO and a Cadet program if funds become available. The Department sponsors a special interest Explorer Scout program which has attracted a number of black youth. In addition, the YWCA has sponsored a program in high schools which has led to at least one black youth finding employment as a civilian in the Department until he reaches minimum age for applicaton in law enforcement.

CURRENT RECOMMENDATION

1. City Government should establish one or more community groups of para-professionals whose primary purpose would be peace-keeping. Conflict resolution, family disputes and various social services could be handled efficiently by such groups.
2. A Police Cadet Program and a Community Service Officer Program should be established as soon as possible and maintained as an integral part of the Police Department.

Recommendation #10

The Department now has two neighborhood offices, or so-call store front operations, which have no law enforcement function, but are designed and used for human relations purposes in bringing the Department in closer contact with the people within the inner-city. These offices are presently considered to be understaffed due to the existing shortage of policemen. The number of policemen assigned to this duty should be increased, and the number of store front operations should be doubled.

STATUS: There are now four neighborhood centers in operation, one of which is funded by Model Cities. The number of policemen in each center is the same as it was when the Civil Disorder Report was published.

Commentary

The presence of a neighborhood center is not in itself the important criteria. More important than the number of store fronts in operation is what they do in their communities.

CURRENT RECOMMENDATION

(a) Explore the feasibility of placing the neighborhood centers with other community facilities such as Model Cities and HRC centers. (b) Place more emphasis on providing specialized services or help in referrals of a general nature. (c) Develop close working relationships with the staff of agencies working in the community such as HRC, Model Cities, Community Services and the Human Relations Department.

Recommendation #11

The public should be informed as to the proper procedure for making and prosecuting complaints which individual citizens may have against members of the Police Department. All complaints should be allowed to have representation by an attorney at every level of investigation of their complaints, and at all hearings thereon. The Legal Aid and Defender Society of Greater Kansas City should be requested to supply an attorney to represent complainants who do not have adequate funds to employ their own attorney. The attorney for complainants should be given access to Department investigation reports and should be permitted to subpoena his own witnesses for hearings held by the Board of Police Commissioners.

STATUS:
a. The Office of Citizens Complaints was established in 1970 as a new arrangement for processing complaints. The public was informed as to procedures for making complaints at the time the OCC was instituted and has been kept informed through speeches by Department personnel, periodic reports from the OCC, and radio announcements.
b. The complainant's attorney may be present at every level of investigation and at all hearings.
c. The complainant's lawyer has access to the investigation reports of the Internal Affairs Unit and the recommendations made by the OCC.
d. Legal Aid lawyers may assist any complainant who is eligible to receive their help.

Commentary

A major change was recommended in the procedures for lodging and investigating complaints. Through the establishment of the Office of Citizens Complaints, these recommended changes have been implemented.

CURRENT RECOMMENDATION

1. The Office of Citizens Complaints should be periodically reviewed to assure its effectiveness.
2. All complainants should be advised by OCC of other available avenues of possible redress.

Recommendation #12

The Police Department should inform the public as to the disposition of complaints made by citizens against police officers. Many members of the public may know of the complaint but never learn of its disposition. Equal publicity should be given to the disposition of complaints regardless of whether or not a complaint is determined to have merit.

STATUS: The OCC does not publicize its findings on individual complaints. However, the complainant is free to publicize the results if he so chooses. The OCC issues an annual report of its activities, but not by individual case.

Commentary

The information in the status of the above two recommendations was provided by the OCC. The staff of the OCC noted that witnesses sometimes testify only if they are assured their testimony will not be made public. Staff also reported that the OCC knows of no case where an officer who has been exonerated has publicized this fact.

Recommendation #13

Communications between the Police Department and Negro leaders, including the younger leaders, should be improved so that the Department will be constantly aware of the needs and problems within the Negro community, and may receive suggestions and recommendations from the Negro community concerning relations with and services to them. Such communication could assume many forms and be accomplished by the various methods which the Department may determine to be most effective.

STATUS: There is no objective way to measure to what degree, if any, this recommendation has been carried out.

Commentary

Personnel of the Police Department, including the Chief of Police, have often stated their willingness to meet with groups in the black community or with leaders of black organizations at police headquarters. This policy has led to numerous meetings of such a nature. While this undoubtedly has helped establish a climate for better communication, much more progress in this area is needed. This would also hold true for other ethnic minorities, as well as white youth and young adult groups.

However, the Board of Police Commissioners has rarely permitted community groups to have a place on its agenda to voice their concerns and suggestions. As the policy-making body for the Police Department, it would seem that its meetings should be open to such groups, including minority leaders desiring to express their points of view regarding policy formulation.

CURRENT RECOMMENDATIONS

1. A Citizen Advisory Council should be established in each Patrol Division comprised of representatives from a variety of organizations and backgrounds, and holding differing perspectives on social problems. These should then be in regular contact with the three Patrol Divisions as well as with Central Headquarters personnel.
2. The Board of Police Commissioners should be open to community groups desiring to communicate on police matters.

Recommendation #14

The Community Relations Division of the Police Department should be increased in number of personnel. Its work and program should be expanded, and it should be staffed with persons particularly well qualified in human relations.

STATUS: a. The Community Relations Unit has been increased by nine officers since the Report was published.
b. There has been some expansion of the Community Relations Unit's program; "Officer Friendly," the Schlitz camping program, and an Explorer Scout project have been added.

Commentary

In 1968 there were six law enforcement personnel and one civilian in the Community Relations Unit. At present there are fifteen law enforcement personnel and two civilians employed in this unit.

Although personnel and program have expanded, it should be emphasized that the goal of a more sensitive approach to human relations throughout the whole Police Department cannot be achieved soley by a strengthened Community Relations Unit.

CURRENT RECOMMENDATION

1. The Community Relations Unit should be expanded, strengthened and given increased responsibility and authority, and made directly responsible to the Chief of Police.
2. The Board of Police Commissioners and the Chief should clearly, publicly and regularly support the programs and efforts of the Police Community Relations Unit.

Recommendation #15

The personnel of the Internal Affairs Unit of the Department, which is responsible for investigating complaints, should be increased in number so that the length of time required for investigating complaints would usually be no more than four weeks.

STATUS: a. The staff of the Internal Affairs Unit has not increased.
b. Investigations are handled in an expeditious manner.

Commentary

With the creation of the Office of Citizen Complaints, many of the functions once carried by the Internal Affairs Unit have now been assumed by this new agency. The Internal Affairs Unit does continue to do the investigating of complaints against officers and refers its findings to the OCC for recommended action.

CURRENT RECOMMENDATION

It no longer appears necessary to recommend an increase in the number of personnel in the Internal Affairs Unit.

Recommendation #16

Communications should be improved between the Department and police departments of other cities in the area, the Board of Education, City departments, and civil rights groups and organizations, so that there would be a free and accurate flow of information, particularly in time of emergency.

STATUS: Communications have improved between all agencies as called for in this recommendation.

Commentary

In addition to a better exchange of information between departments through such arrangements as the Metro Squad and the Northwest Missouri Law Enforcement Assistance Council, there are regular meetings scheduled between the Chief, the City Manager, and the Superintendent of the Kansas City School District. Although there are no set meetings with civil rights groups and organizations, a regular monthly meeting is held with the Police-Community Relations Committee of the Mayor's Advisory Commission on Human Relations, Kansas City, Missouri.

Recommendation #17

The Governor's Advisory Committee on Human Relations, whose function has been to advise the Board of Police Commissioners in that area, has become comparatively inactive and a vacancy has existed in the chairmanship of that committee for well over a year. So long as the Police Department remains under state control, the Governor should appoint a new chairman and the committee should function. When the Police Department is placed under local control, consideration should be given to the appointment of such a committee by the Mayor, unless it is felt by him that the function of the committee could better be filled by some existing local committee or department.

STATUS: The Governor's Advisory Committee on Human Relations has not been activated since the Civil Disorder Report was published.

Commentary

While the Governor's Advisory Committee has remained inactive, the Police-Community Relations Committee of the Kansas City, Missouri Mayor's Advisory Commission on Human Relations has been meeting on a regular basis with the Chief of Police.

CURRENT RECOMMENDATION

The Board of Police Commissioners should be encouraged to meet with the Mayor's Advisory Commission on Human Relations on a regular basis.

II. RECOMMENDATIONS REGARDING EDUCATION

Recommendation #1

Continuation of current efforts to integrate the faculties and student bodies of all schools to the fullest extent consistent with educational objectives, so as to give all students in the Kansas City school district the opportunity to meet and work with fellow students and teachers who represent the spectrum of the community as a whole.

STATUS:
a. Racial composition of faculty and administrative staff in the schools of the District and in the Central Administration can be found in Tables II-A, II-B, and II-C.
b. Racial composition of student bodies can be found in Tables II-D and II-E.
c. There appears to be no serious effort to integrate the schools of the District.

Commentary

A. While there has been an over-all decrease of approximately 9% in the staff of the School District since April, 1968 there has been a modest increase in the total number of non-white staff in both secondary and elementary schools. It will be observed in Table II-A that non-white faculty increased by eight percent in secondary schools (from 26% to 34%), and by seven percent in elementary schools (from 33% to 40%). A larger increase--11%--can be noted among non-white counselors (from 22% to 33%), and in non-white administrative personnel in secondary schools which grew by 13% (from 30% to 43%).

While these summary figures could indicate a degree of overall progress toward a better racial balance among staff, an examination of data provided by the District office on the figures for each school reveals very little change. In 1967-68 there were 23 elementary schools with an all-white faculty and administration; in the current school year there are still 20 such schools. Five of the schools that moved out of the all-white category this year have only one non-white person on their teaching staff. Among the 20 schools this year with a totally white staff, three had at least token integration within the faculty in 1967-68. This would seem to indicate a move away from integration.

In 1967-68 there were three schools with entirely non-white faculty and administration. (Two of these three have since been closed: Banneker and Carver.) At present there are four schools with non-white personnel only. Summing up, there were 26 elementary schools in 1967-68 with racially homogeneous staff, and in 1971-72 there are 24. With two of the original 26 now closed, there appears to be no progress at all in this field.

While there are no schools at the secondary level with total staff of the same racial group, at least eight of these institutions show little or no progress toward integration. Several seem to be retrogressing. (Table II-B)

TABLE II-A

KANSAS CITY SCHOOL DISTRICT - STAFF RACIAL COMPOSITION (CONTRACT PERSONNEL)

	1967-68								1971-72							
SECONDARY SCHOOLS	Administrators		Counselors		Teachers		All staff		Administrators		Counselors		Teachers		All staff	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
White	39	70	47	78	884	74	970	74	32	57	48	67	724	66	804	66
Non-white	17	30	13	22	306	26	336	26	24	43	24	33	368	34	414	34
Total	56	100	60	100	1190	100	1306	100	56	100	72	100	1092	100	1218	100
ELEMENTARY SCHOOLS	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
White	68	84	--	--	1060	66	1128	67	64	75	--	--	843	59	907	60
Non-white	13	16	--	--	548	34	561	33	21	25	--	--	581	41	602	40
Total	81	100	--	--	1608	100	1689	100	85	100	--	--	1424	100	1509	100

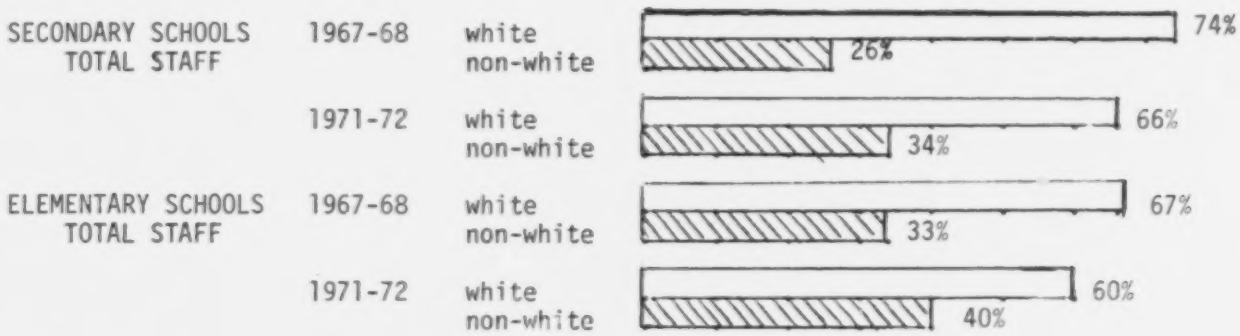

TABLE II-B

RACIAL COMPOSITION OF TOTAL STAFF IN SELECTED SECONDARY SCHOOLS

School	1967-68		1971-72		Remarks
	White	Non-White	White	Non-White	
Central Sr.	58	50	30	61	Sharp drop in white faculty
Central Jr.	24	57	13	47	
NE Sr.	76	2	70	3	+1 non-white
NE Jr.	84	4	74	3	-1 non-white
Southwest	102	4	97	3	-1 non-white
Van Horn	85	2	85	3	+1 non-white
Bingham Jr.	53	4	55	1	-3 non-white
Nowlin Jr.	68	7	63	3	-4 non-white

Since policies and progress on personnel integration at the lower echelons of any institution depend to a considerable degree on the existance of a racially heterogeneous headquarters staff, a look at the ethnic composition of the School District's Central Administration is in order. Figures in Table II-C below indicate a striking difference in the staffs of the Urban Education Division (59% non-white) and the remainder of the central administration (12% non-white).

TABLE II-C

RACIAL COMPOSITION OF CENTRAL HEADQUARTERS STAFF--1971-72
KANSAS CITY SCHOOL DISTRICT

	URBAN EDUCATION DIV.				NON URBAN EDU. STAFF				TOTAL CENTRAL HQ.			
	Administrative		Clerical		Administrative		Clerical		Administrative		Clerical	
	#	%	#	%	#	%	#	%	#	%	#	%
White	11	41	12	33	56	82	126	84	67	71	138	74
Non-White	16	59	24	67	12	18	24	16	28	29	48	26
Total	27	100	36	100	68	100	150	100	95	100	186	100

B. We turn now to commentary on student racial composition in the Kansas City School District. An examination of Tables II-D and II-E will show that two very distinct trends are apparent:

1) Both the number and the proportion of white students enrolled in the Kansas City School District are steadily decreasing; both the number and the proportion of black students are steadily increasing. We take this to be indicative of the national pattern of the past few years of the influx of black persons to core cities, and the exodus of white persons to suburban areas. This pattern, at the very least, compounds the difficulty of attaining integration in the public schools.
2) While a decreasing number of schools--except for the junior high level --have student populations of less than 20% black, no stabilization of integrated student bodies is occurring in the 20% to 80% range. Rather, we have a clear pattern of transition from all-white to all-black schools.

In this connection, we point out that 20 of the 29 elementary schools over 80% black are over 98% black; 23 of the 41 elementary schools less than 20% black are less than 2% black; 3 of the 4 high schools over 80% black are over 98% black; all 3 high schools less than 20% black are less than 2% black.

Data for the current 71-72 school year are not yet available; no major efforts have been made, however, to reduce the resegregation of public schools.

C. When the Civil Disorder Report of 1968 recommended "continuation of efforts to integrate" all schools of the District, it could be assumed that there were, in fact, such efforts being made. A close scrutiny of the Board's position on racial integration, as contained in a document dated May 28, 1970, does not provide foundation for such an assumption. Preservation of the neighborhood school is seen as a "fundamental principle." Bussing is not advocated "for the sole purpose of facilating integration." Transfer policies have regularly permitted white parents to remove their children from schools in racially changing neighborhoods and place them in predominantly white schools. Plans that may have given encouragement to integration efforts have consistently been rejected. (See recommendation #5)

The results are obvious. By failure to act decisively and vigorously, the Board of Education has permitted the student body and faculty of many of its schools to remain predominantly white or to become predominantly black, and has thereby fostered the flight of whites to outlying districts. Laying sole blame on the real estate industry for this condition constitutes an easy excuse.

But blaming the School Board alone is also unrealistic. The people who elected them, in previous years and now, have often placed immense pressure on the Board to take the easy way out. Yielding to this pressure, rather than bucking it and exerting the leadership they were called to assume, has more often than not appeared to be the more expedient way to a majority of members of the Board.

TABLE II-D

STUDENT RACIAL COMPOSITION OF KANSAS CITY SCHOOL DISTRICT
FOR SELECTED YEARS

Year	White	Black	Total	% Black
Elementary				
1955	33,585	8,896	42,481	20.9
1961	30,991	15,404	46,395	33.2
1967	25,562	22,547	48,109	46.9
1970	21,461	22,408	43,869	51.1
Secondary				
1955	16,092	3,378	19,470	17.3
1961	16,765	6,652	23,417	28.4
1967	15,837	11,050	26,888	41.1
1970	13,791	13,096	26,887	48.7
Total				
1955	49,677	12,274	61,951	19.8
1961	47,756	22,056	69,812	31.6
1967	41,399	33,598	74,997	44.8
1970	35,252	35,504	70,756	50.2

Source: Sixteenth Annual Report on the Progress of Desegregation in the Kansas City Public Schools, Kansas City, Missouri School District.

TABLE II-E

RACIAL COMPOSITION OF STUDENT BODIES FOR SELECTED YEARS

NUMBER OF SCHOOLS BY % OF BLACK STUDENTS

	0-20%	21-50%	51-80%	81-100%
Elementary				
1955-56	59	3	2	10
1961-62	57	8	1	15
1967-68	42	13	8	20
1970-71	41	10	4	29
Junior High				
1955-56	1	1	0	1
1961-62	2	0	0	2
1967-68	3	1	0	2
1970-71	3	0	0	4
Senior High				
1955-56	9	0	1	1
1961-62	8	0	0	3
1967-68	4	3	1	3
1970-71	3	3	1	4

Source: Same as above.

CURRENT RECOMMENDATION

Explore all possible means-revising transfer policies, re-districting, busing, among others -- of bringing about better racial integration of school bodies, faculty, and administration; adopt the most feasible plans at the earliest possible moment; and implement them uniformly, completely and without delay.

RECOMMENDATION #2

Public school buildings and facilities should be made available during the summer months for both educational and recreational use, particularly by those from the inner-city.

STATUS: a. The use of public school buildings during summer for educational purposes has been reduced since 1968 except for schools in the Division of Urban Education.
b. Use of school buildings and facilities for recreational activities during summer months has been drastically reduced.

Commentary

A. Shortage of funds has been the primary reason for reduction in the number of summer schools open for non-Title I students. In the Urban Education Division, summer usage has been as follows:

Summer	Elementary Schools	Secondary Schools	Enrollment
1967	12	4	6751
1968	12	4	4299
1971	11	3	4207

B. Inadequate budget was also the major reason for elimination of all free use of public school facilities for recreational purposes.

Central and Southeast high schools were available during the month of August, 1971 for combined recreational and education use. The schools were open from 12 noon to 8:00 p.m., Monday through Friday. Supervised gym and swimming facilities were available; industry and organizations affiliated with industry offered classes about private enterprise. This pilot program was able to serve a maximum of 500 youth per day between the ages of 14 to 19.

This initial attempt toward a "community school" concept, which is not to be confused with neighborhood schools, came about as a result of the joint efforts of the YMCA, the city council, the school board, industry and labor. The Greater Kansas City Civic Council allocated $10,000 for the program. Model Cities Board is presently, by request, evaluating the program.

Numerous proposals have been submitted in the past to the City for a joint

effort of School District and City Department of Parks and Recreation to provide recreational facilities to the community. Funds have not been available. Money is needed to provide activity supervisors and maintenance of facilities.

CURRENT RECOMMENDATIONS

Funds should be sought through the joint efforts of City, School District and, if feasible, the County, to support "community schools" open for public use after school hours and during the summer months for both educational and recreational purposes.

RECOMMENDATION #3

School teachers, particularly those who teach at the inner-city schools, should be utilized during the summer months in programs which would capitalize on their teaching abilities and provide additional education for those in need.

STATUS: Teachers from inner-city schools are used extensively throughout all Urban Education summer school programs. This past summer the professional staff, which included teachers, counselors and nurses, totaled 320, plus supportive back-up from 184 para-professionals and teacher aides. The total summer expenditure for inner-city schools was $528,197.

Commentary

Teachers from inner city schools were also employed in non-Title I summer schools. An estimated 50% of the summer school faculty for programs at Paseo and Southeast High Schools, and 75% of the faculty for programs at Weeks Elementary School were inner city teachers.

RECOMMENDATION #4

The boundaries of the existing Kansas City school district should be expanded to include all of Jackson County.

STATUS: This recommendation has not been implemented.

Commentary

Implementing this recommendation would require either the passage of state legislation or the vote of citizens in the 23 school districts within the boundaries of Jackson County. Such action would broaden the tax base and greatly increase per capita support for children in the Kansas City School District.

CURRENT RECOMMENDATION

Everything possible should be done to explore alternative forms of taxation for financial support of public schools, develop the necessary legislation

and mount an intensive effort to get it passed.

RECOMMENDATION #5

The Board of Education should give serious consideration to the adoption of both the Havighurst Plan for construction of a middle school and related facilities, and the Cluster Plan, where it can be utilized. Both of these proposals are designed to stabilize neighborhoods, relieve the serious overcrowded conditions, and achieve maximum integration.

STATUS: Neither the Havighurst Plan or the Cluster Plan was adopted by the Board of Education. Both were considered and rejected.

Commentary

The Havighurst plan, first proposed in 1965, called for the building of a Middle School at the intersection of Brush Creek and The Paseo. The purposes of this proposal were three-fold:

1. To maintain or raise the quality of education for children in a seven-school area, totalling 7,150, plus a then expected increase of 2,800 children of school age.
2. To maximize an integrated school experience for these children.
3. To maintain at least the present quality of education in other parts of the city.

The Cluster Plan, which was proposed in 1968, would have created Master Elementary School Districts by joining together three or more present elementary districts into one attendance area. The plan called for housing of the kindergarten and primary grades in one location; in a second location, the intermediate grades, four through six; and in a third location, the junior high grades, seven and eight. Special resources and skilled faculties would have been concentrated in each unit.

The Cluster Plan was actually just one part of a total Master Plan that also included pairing elementary schools, creation of an elementary school campus to replace obsolete facilities, and the establishment of "Magnet" secondary schools (such as the Vocational-Technical High School).

CURRENT RECOMMENDATION

The Board of Education should re-open and seriously consider the adoption of appropriate parts of the Master Plan of 1968, including the Cluster plan contained therein.

The Havighurst Plan appears to be no longer relevant at this time.

RECOMMENDATION #6

The current efforts to provide compensatory education for disadvantaged students should be broadened both as to curriculum and as to the number of students involved in the program.

STATUS: This recommendation is primarily being carried out through schools in the Urban Education Division. Additional compensatory programs are also offered for the physically and mentally handicapped and those requiring specialized training programs.

Commentary

All schools under the Division of Urban Education, grades kindergarten through tenth, receive compensatory reading courses. Urban Education gives partial service for compensatory reading to the following outlying schools: Allen, Bancroft, Garfield, Kumpt, Longfellow, Horace Mann, Willard.

The total number of pupils receiving compensatory education from the Division of Urban Education is 9,933. This total includes 564 students attending parochial schools.

Other compensatory reading programs are operating within the Kansas City District outside the boundary of Urban Education.

Since April 1968, several additional programs have been added to the Division of Urban Education: Follow Through (two projects), Early Childhood Education (Model Cities), Model Cities Reading in 8 elementary and 2 secondary schools, and Community Academies.

RECOMMENDATION #7

The vocational and technical education training programs should be greatly expanded and coordinated with the types of employment opportunities potentially available to the graduate. This type of training program should be available at both the High School and Junior College level.

RECOMMENDATION #8

The Board of Education should seek the cooperation and assistance of local industry and labor unions, both in the planning of the curriculum and in the placement of graduates in jobs.

STATUS: (Because of their related character, the above two recommendations are treated together)

The Kansas City Technical Education Center has been built and opened. Students from any high school, as well as drop-outs, may take training there. Bus service is available to the new center. Business, unions, and industry have served as consultants in developing programs. Job placement services are very poor. The Metropolitan Junior College District has greatly expanded its vocational and technical training programs.

Commentary

The recent opening of the Kansas City Technical Education Center has greatly expanded the vocational training possibilities for students throughout the District. During the 1968-69 school year, there were 1,074 day pre-employment offerings. Now there are 1,402. In addition, new equipment and facilities enhance the quality of taining the students are receiving. Bus service is now provided to the training center from schools where facilities are lacking.

Another encouraging development in the new center is that businesses and industries which will someday employ these students have served as consultants as the courses have been set up. According to School Board statistics, the Department of Career and Continuing Education has worked with 17 advisory committees and 29 apprenticeship committees from unions as the new center was developed. This coordination is absolutely necessary to make certain that the students are learning skills that will be marketable when they graduate.

Job placement is an area that demands attention. Presently, because of the District's financial difficulties, there is no central office for job placement service. The COE program (Cooperative Occupational Education), which allows students to work at a job in the community part of the school day, is available for seniors, who receive credit for this work. Presently there are 475 seniors from eleven high schools participating in this program. High school students may also take advantage of the Kansas City Broader Education Program co-sponsored by the District and the Junior Chamber of Commerce. Businesses provide "off-campus learning stations" where students may receive training for which they earn high school credit.

While improvements have been made in vocational training, much still needs to be done. Even with the new facilities, there are many young people leaving school with no marketable skills whatsoever. Youth on the streets and unable to find work inevitably find ways to make a living; often they are illegal ways. Another area of need is job placement. It is self-defeating to have a fine training program which has no built-in procedure to place these young people in jobs after graduation.

CURRENT RECOMMENDATIONS:

1. Counselors should encourage youth who are dropping out of any high school to enroll at the new Technical Education Center.

2. Job placement services must be developed in all schools. These centers should have close contact with unions, businesses and industry. Counselors ought to make a genuine effort to find work for any youth leaving school -- whether by way of graduation, dropping out, or dismissal.

3. Efforts should be made by the school district to expand even more the number of vocational education options open to the students.

RECOMMENDATION #9

Counselors for high school students, particularly in the inner city, should be increased in number. It is suggested that athletic coaches be considered for this type of work.

STATUS: School Board statistics show the following increase in the number of counselors:

	1968	1970
Central	6	6
East	4	5
Humbolt	1	1
Lincoln	3	4
Manual	2	3 1/2
Northeast	4	5
Paseo	4	5
Southeast	4	4
Southwest	5	6
Van Horn	4	5
West	1	1 1/2
Westport	4	5

Commentary

Nine new counselors and one supervisor have been added to the staff since 1968. These positions were made available through funds allocated by the Revised 1968 Vocational Education Act, which provided $172,000. without obligation of matching funds from the Kansas City School District.

CURRENT RECOMMENDATIONS:

1. A comprehensive study should be made by counselors on the number of youth actually dropping out, their reasons for doing so, and what the schools might be able to do to improve their chances of receiving an education.

2. More counselors are needed.

RECOMMENDATION #10

Regular seminars on human relations presented by qualified experts should be conducted for the benefit of all teachers.

STATUS: This recommendation has not been implemented.

Commentary

It is most important that teachers, especially in changing situations such as East and Southeast, receive this kind of training. Reports on racist attitudes of teachers have not been infrequent. Administrators also should receive special training in human relations.

CURRENT RECOMMENDATIONS:

1. New teachers coming into the school district should be required to receive human relations training.

2. Returning teachers should have on-going sensitizing experiences in the whole field of human relations.

RECOMMENDATION #11

Better liaison and communications with the City Administration, Police Department and with the principals of the individual schools should be established. Also, a close liaison should be maintained with the Board of Education of Kansas City, Kansas.

STATUS:
a. A meeting of the Police Chief, the City Manager, and the Superintendent of Schools is scheduled on a regular basis.
b. The Superintendent of Schools in Kansas City, Missouri is occasionally in contact with his counterpart in Kansas City, Kansas to discuss such things as special holidays to observe the anniversary date of the birth and death of Martin Luther King, Jr., etc.
c. A series of Student Unrest Task Forces have been created, bringing together the Police Department, the Human Relations Department School officials, community residents, students, and community involvement specialists from the School Administration office. Their task is to meet together as needed to be aware of trouble in the schools, to take preventative steps where possible, and to coordinate actions in case a disturbance does occur. There is one team for each junior high and senior high school in the city.

Commentary

While communications are improving, they can and should be improved further where-ever possible.

RECOMMENDATION #12

The school starting time and dismissal time at Central Senior High School and Central Junior High School should be staggered so as to prevent the release of approximately 4,200 students in a one block area at the same time.

STATUS: The starting and dismissal times at Central Senior High School and Central Junior High School have been staggered to alleviate this problem.

III. RECOMMENDATIONS REGARDING CITY GOVERNMENT FUNCTIONS

Recommendation #1

The Human Relations Commission of Kansas City should be required to meet regularly. Its leadership as well as membership should consist of persons interested and concerned with problems in human relations, and who can and will devote ample time to its work. It is understood that the present Commission has not met during the past six months at a time when human relations problems have been very critical.

STATUS:
a. The Advisory Commission meets once each month without fail. In addition, special meetings are called as necessary, informal "rap" sessions are held twice each month, and all-day retreats are conducted occasionally.
b. The membership of the Commission now consists of 24 persons representing all six councilmanic districts. Care is exercised to appoint citizens who are interested and concerned with human relations problems of all racial and ethnic groups. Although it is a voluntary group, members of the Commission devote many hours each month to various committees and task force assignments. When Commissioners find that they are unable to attend meetings regularly and carry out their responsibilities fully, their resignations are requested.

Recommendation #2

The Human Relations Commission of Kansas City, the Fair Housing Commission, and the Public Accommodations Commission should be kept fully staffed and vacancies should be filled promptly. Complaints should be processed and acted upon with dispatch. Delays such as those which have occurred in the past, both in the initial selection of Commission members and in the filling of vacancies, should be avoided in the future. A liaison should be maintained among these Commissions and civil rights groups and organizations within the community.

STATUS:
a. The Advisory Commission on Human Relations, the Fair Housing Committee and the Public Accommodations Committee are now provided full staffing by the Department of Human Relations. (It should be noted that at the time of the civil disorder in 1968, there was no Department of Human Relations. This department was established in May of the same year, but had a staff of only two at the time the report was published.)
b. Vacancies on the Advisory Commission are usually filled without delay. There are occasional delays in making appointments or re-appointments to the committees when resignations have occurred or when terms have expired.
c. Complaints are promptly investigated by Department staff and acted upon without delay by the appropriate ordinance committees.
d. Liaison is maintained with civil rights groups and organizations, primarily through the Department of Human Relations.

Commentary

The Fair Housing Committee and the Public Accommodations Committee, as well as the recently instituted Fair Employment Committee, are established by ordinance to hear complaints of discrimination and to conciliate or refer for prosecution as circumstances indicate. Cases are often conciliated by Department staff before it becomes necessary to convene the Committee. During fiscal year 1970-71, and from May 1 to September 30, 1971 the following complaints were handled:

TABLE III-A COMPLAINTS OF DISCRIMINATION

Area	Carried Over from 1969-70	Received 1970-71	Closed	Carried Over to 1971-72	Received 5/1/71-9/30/71
Employment	--	61	33	28	49
Housing	5	38	39	4	6
Public Accommodations	1	5	5	1	7

It is interesting to note the reduction in fair housing cases for the current year. This may be an indicator of what most qualified observers have noted: The Fair Housing Ordinance of Kansas City is weak and ineffective as a measure for prevention or prosecution of violations.

CURRENT RECOMMENDATIONS

1. The Fair Housing Ordinance of Kansas City, Missouri needs to be strengthened and brought into closer conformity with federal laws in this field.

2. The Public Accommodations Ordinance needs revision in light of recent amendments in the State laws now covering barber and beauty shops.

Recommendation #3

There should be strict enforcement of the Kansas City Building Code so as to stop further deterioration of housing and thus preserve and improve the quality of available housing, particularly in the inner-city. To accomplish this, the number of building inspectors and other staff may have to be substantially increased.

STATUS: See Commentary below.

Commentary

There are in reality three sets of regulations having to do with housing standards, rather than a single "Building Code" as inferred in the original recommendation of the Civil Disorder Report. The HOUSING CODE deals

with substandard conditions affecting the health and safety of occupants of existing housing and is administered by the Health Department. The DANGEROUS BUILDING ORDINANCE deals with structures that are subject to demolition, and is administered by the Public Works Department. The BUILDING CODE deals with new structures as well as housing that has undergone major rehabilitation costing over half the value of the property. This section of the report is concerned only with the Housing Code and Dangerous Building Ordinance. (It should be noted that a revised Housing Code has just been adopted by the City Council based on the Uniform Housing Code of the International Conference of Building Officials.)

As to the enforcement of the Housing Code and the Dangerous Building Ordinance, see Table III B below for data covering the years from 1968 to 1971.

Since the Civil Disorder Report was published, there has been an increase of eight staff persons in the Public Works Department administering the Dangerous Building Ordinance by virtue of federal funding. Four Public Health Aides are provided through the Interim Assistance program, and one through Model Cities. In addition, three clerk-typists have been added from these same funding sources. There has been no increase in staff to administer the Housing Code Ordinance under the Health Department; at the latest report, this section is operating one person below normal strength.

As to the goal of this recommendation on code enforcement--"to stop further deterioration of housing and this preserve and improve the quality of available housing, particularly in the inner city," the bulk of available evidence points to a serious failure of achievement. Strict housing code enforcement in the inner-city, without the provision of loans or grants for repairs often leads to forced eviction of occupants and abandonment of dwellings. In the City Development Department's 1970 survey of abandoned buildings* within the CRP study area (comprising the bulk of what could be called the inner city), 609 buildings containing a conservative estimate of 1,381 dwelling units were observed as abandoned. Of these, 782, or 57%, were thought to be sound, and therefore repairable. Whether sound or unsound, the presence of abandoned housing has a blighting effect on an entire neighborhood, increasing the trend toward further deterioration of housing.

In another report of the City Development Department**, it was noted that low income families who live in residences that are posted by the Health Department as "Unfit for Human Occupancy" tend to move to other substandard housing in the same section of the city. Again, code enforcement <u>per se</u> does not accomplish the stated goal of better quality of housing, at least for those who must relocate as a result.

(Further material and recommendations on housing are contained in a later section of this report.)

* "Survey of Abandoned Buildings," City Development Department, Kansas City, Missouri, January, 1971.

** "Housing and Relocation," September, 1971.

TABLE III-B HOUSING CODE ENFORCEMENT BY HEALTH DEPARTMENT

ACTIVITY	FISCAL YEAR 1967-68	1968-69	1969-70	1970-71
A. SURVEYS				
Area Covered	Troost to Prospect 31st to 39th	Brooklyn to Chestnut Terminal Tracks to 27th	Benton to Van Brunt St. John to Truman Rd	Broadway to State Line; 31st to 39th
Structures examined	2128	1315	1899	3347
Housing Units in Above Structures	4165	1936	3500	2773
Letters sent	5580	5023	5251	5072
Violations noted	11662	7503	6680	4405
Completions	1196	1800	2765	3347
B.COMPLAINTS				
Number received	1784	1737	1849	2201
Housing Units Involved	2836	2923	4028	5114
Letters sent	3425	4061	4250	4554
Violations noted	3551	3283	5963	7753
Completions	1238	1465	1388	901
C.STRUCTURES POSTED	131	149	165	162
D.RE-INSPECTIONS	18,014	15,506	15,532	12,432

DANGEROUS BUILDING CODE ENFORCEMENT BY PUBLIC WORKS DEPARTMENT

ACTIVITY	FISCAL YEAR 1967-68	1968-69	1969-70	1970-71
Buildings demolished	774	723	1150	1203

CURRENT RECOMMENDATION

The City should establish a fund for grants and/or low-interest loans, (similar to Urban Renewal's Rehabilitation program, which is totally inadequate to keep up with deterioration, much less to reduce it even in those areas where it is operating) in order to provide monetary assitance to those who cannot otherwise correct housing code violations. Such a fund is urgently needed even though the FACE program (Federally Assisted Code Enforcement) may soon be funded as a result of the recent revision of the Housing Code.

Recommendation #4

Regular city trash pickup must be instituted, and all city services should be maintained above a minimum standard and on an equal basis throughout the city, including the maintenance and cleaning of streets, maintenance of parkways, playgrounds and parks.

STATUS:
a. Regular city trash pick-up has been instituted throughout the city.
b. There is no way to measure what is a "minimum standard" for city services; therefore, the status of this recommendation cannot be determined.
c. The status of this recommendation on equal services likewise cannot be determined, since answers vary according to the perception of the respondent.

Commentary

Many residents of the core area strongly believe city services are not performed adequately in their area, nor on an equal basis with other sections of the city. As one example, residents of the Westside have complained often about upkeep of the parks in their area. (The restrooms in Gage Park have been closed and padlocked for months.) Many residents of the inner city feel that their streets are left dirty and in disrepair while streets in other sections of the city, they maintain, are kept up. Similar examples of this conviction that services are rendered on an unequal basis could be multiplied many times over.

On the other hand, some departments of city government believe they are rendering more than an equal share of services to the inner-city, and citizens in newer, outlying sections of the city have been known to express the same opinion. In light of this disparity in perceived services rendered, a word might be in order on what constitutes "equal" services: a) A much higher density of population and, therefore, greater wear and tear on public facilities (streets, sidewalks, sewers, parks, etc.) creates a corresponding need for more city services per square mile than would be needed in a less densely populated area; b) The advanced age of public facilities in the core area necessitates more frequent maintenance by various city departments; c) The higher proportion of children and youth leads to extra demands for specialized services in the inner-city. Often living in overcrowded homes with few amenities, these children and youth are attracted to the streets for entertainment. There they find a chronic shortage of recreational facilities and are frequently led to destructive forms of entertainment (e.g. vandalism) that necessitate additional city services.

CURRENT RECOMMENDATION

In light of the above factors--density of population, age of facilities, and the higher proportion of youth in the inner-city--the city should undertake a thorough evaluation of the quality of services it renders in the core area, and especially in those sections not now receiving special attention through such programs as Model Cities and Interim Assistance.

Recommendation #5

Public transportation must be improved in order for the underprivileged to be able to go to and from areas where employment may be available.

STATUS: There has been a distinct improvement in public transportation for the underprivileged through the MUST Bus program. However, due to recent cutbacks in service on ATA buses, some places of employment have become less accessible by public transportation.

Commentary

According to the Director of Transportation, the MUST Bus program "is providing transportation to a large number of persons employed in areas presently without, or with inadequate, public transportation. This two-year program (1970-71) is pointed at developing these services to the point that they can be taken over by public transportation facilities." There is some indication that the MUST program may be extended beyond its present termination date of December, 1971. In a recent report on the MUST Bus program the following data were presented on passenger usage of the various routes:

Time Span Covered	Route	Total Passengers	One-Way Fares
4/70 - 6/71	Inner-City I	54,667	25¢/10¢/5¢
4/70 - 6/71	Inner-City II	53,121	25¢/10¢/5¢
4/70 - 4/71	Hercules I	34,614	85¢
6/70 - 4/71	Hercules II	22,512	75¢
6/70 - 6/71	Western Electric I & II	30,878	65¢
5/71 - 6/71	KCI East Route	1,310	$1.00
5/71 - 6/71	KCI West Route	1,780	$1.00

The recent 1/2¢ sales tax increase has made it possible to reduce fares to 40¢ on some ATA bus lines. It remains to be seen how much in the way of improved bus service will come about, especially for those who need it the most. At the time of this writing, the Area Transportation Authority appears to be addressing itself to some difficult issues in a determined manner.

Recommendation #6

Communications should be improved among City Hall, the Police Department, the Board of Education, and their counterparts in other cities in this metropolitan area, in order to facilitate the exchange of information, particularly in times of emergency.

STATUS: Regular meetings are held between representatives of these jurisdictions within Kansas City, Missouri. Meetings are held with their counterparts in other cities of the metropolitan area less frequently or on call.

Recommendation #7

Day nurseries should be established for the care of children of the underprivileged in order to free the mothers to accept employment. Although there are some existing facilities, they are deemed to be wholly inadequate for the needs of this community.

STATUS: Through the recently established Day Care Corporation, funded by Model Cities, a total of six new centers have been or soon will be established to care for 338 children.

Commentary

While more day care centers for children of working parents is still a valid recommendation, increased attention should be given to making the present services more useable. A recent study by the Task Force on Child Care and Community Responsibility conducted as a part of the United Campaign's Comprehensive Needs and Services Survey, brought out these points: a) Some day care centers are frequently not filled to capacity; b) Inadequate or expensive transportation from home to center, poorly located centers, and fees (though sometimes nominal) that are too high for some customers constitute factors leading to under-utilization; c) There is a need for greater attention to developing day care services for children with special needs--the disadvantaged, the mentally retarded or emotionally disturbed; d) Serious problems were noted in certain institutions related to racial discrimination.

CURRENT RECOMMENDATION

A coordinating organization is needed to evaluate existing programs, determine new needs and priorities, and seek funds to implement additional services in this field.

Recommendation #8

There must be increased recreational opportunities and facilities available on a year-round basis for the underprivileged. Vest pocket parks, Community Centers, mobile swimming pools, and the use of public school gymnasiums by non-students are among the types of things that should be utilized.

STATUS:
a. Increased recreational opportunities have been made available for the underprivileged on a year-round basis.
b. There are no mobile swimming pools.
c. Public school gymnasiums have been open only in special circumstances for non-student use.

Commentary

The following agencies are among those that have provided increased recreational opportunities:

The Parks & Recreation Department
The Coaches Council (HRC)
The Boys Club
The Neighborhood Centers of the Police Department
Youth Opportunity Program (HRC)
The YWCA and YMCA

The Assistant Director of Parks and Recreation states, "We have increased recreation opportunities by revising some of our programming particularly in the summer months where we have consolidated personnel and extended our program into many new areas. We have not been able to get into school buildings because of the lack of funds to pay for the rental and to provide leadership. The county has gone into the Vest Pocket Park Program and we do not participate. We have not been able to finance any mobile swimming pools. The City Manager and the Council have been apprized of this situation and hopefully the future holds promise that additional monies can be appropriated for our recreational opportunities."

Recommendation #9

A section should be established in the City Manager's office to make a continuing study of projects needed and where funds may be available from Federal grants, or otherwise.

STATUS: a. This recommendation is now being carried out as described below.

Commentary

The City Manager's office has within it an Assistant City Manager specifically assigned as Coordinator of Intergovernmental Affairs; the Budget and Systems Division has a full-time Federal Aid Coordinator. In addition, Kansas City is one of five cities in this area that has embarked on an Urban Strategy Program with HUD. Mr. James Johnson, Deputy City Manager, is Team Leader of this program for City Hall; Mr. Tom Britton is Team Leader for HUD.

IV. OTHER RECOMMENDATIONS OF THE FINAL REPORT ON CIVIL DISORDER

Recommendation #1

The current programs for jobs, including motivation and training programs, should be continued and expanded. This must be recognized as a responsibility of industry as well as government, and must have the cooperation of the labor unions. The efforts of all should be coordinated.

STATUS: This recommendation has been treated in a separate section on employment.

Recommendation #2

The State Legislature should enact strengthened fencing laws which will result in the conviction of those who live from the profits of property stolen by others, and thus make disposition of stolen property in the Kansas City area more difficult and less profitable.

STATUS: The State fencing laws have not been strengthened since the Civil Disorder Report was published.

Commentary

Revised Statutes of Missouri Section 560.270 (1959) VAMS, makes it a felony to receive stolen goods knowingly and with intent to defraud. This section remains as it was in 1968. An attempt was made in 1969 to strengthen the section by means of bills offered to the 1969 Legislature, but the bills failed to pass.

Recommendation #3

The State Legislature should enact conspiracy and immunity statutes similar to the federal statutes in order to facilitate the conviction of those guilty of crime.

STATUES: The State has not enacted legislation on conspiracy and immunity statutes similar to federal laws.

Commentary

An attempt was made in the 1969 Legislature to revise and strengthen Missouri's three statutes on conspiracy but the bills failed to pass.

There is no general immunity statute in Missouri, but rather a series of statutes granting immunity from prosecution or penalties in lieu of a witness's constitutional rights against self-incrimination as guaranteed by the Fifth Amendment.

It would appear that this recommendation is based on the assumption that civil disorders are planned in advance by conspirators intent on creating disruption. Studies so far, including those done by the Kansas City Mayor's Commission on Civil Disorder as well as the Kerner Commission, do not indicate that this is generally the case. In light of this seeming contradiction with the balance of the Final Report, question is raised about its continued relevance.

CURRENT RECOMMENDATION

This recommendation does not appear to be relevant at this time.

Recommendation #4

Investigation should be made into charges often heard in testimony before the Commission that some merchants and businesses in the inner-city area charge excessive prices and usurious interest. Excessive prices are alleged to take the form of charging a higher price in the inner-city than is charged in other sections of the City for the same item, or charging the same price for inferior quality.

STATUS: See Commentary below.

Commentary

There is little doubt that excessive prices are charged in the inner-city for certain goods and services. This applies especially to items sold under time-payment plans such as used cars, furniture, appliances and home repair work.

Unethical practices of used car dealers present particularly serious problems. By selling cars on an "as is" basis the dealer can effectively and legally limit his responsibility for any defects in the car, and the buyer is left in the legally difficult position of having to prove fraud to relieve him of further payments on the "junker" he has purchased. The dealer, who finances the purchase "at low weekly payments," will often sell the paper at a discount to a finance company (sometimes his own), and the finance company then becomes a "holder in due course" and entitled to payment of the full purchase price regardless of the condition of the car sold. If the buyer refuses to make further payments or if he is as little as one day late in making the payment, the car will be repossessed or replevined and sold for a fraction of its original purchase price, and the buyer will be held for the full balance. In most cases the buyer does not realize the legal effect of his failure to pay until he finds that his wages have suddenly been garnished.

This syndrome, repeated many times over in the sale of various items under the time-payment plan, is the basis for much of the anger and frustration among the poor of the inner city. The Legal Aid and Defender Society has represented many clients in court over such cases, has sought unsuccessfully to abolish Missouri's "holder in due course" law, has appeared before the Federal Trade Commission for stronger consumer protection regulations, and has conducted seminars in consumer law--all on behalf of their clients.

The State Attorney General's Consumer Protection Division, which is seriously understaffed, has recently instituted several legal actions against used-car dealers in this area. This past year, 400 complaints were received and 140 cases closed.

CURRENT RECOMMENDATIONS

1. A comprehensive survey of all existing efforts in the area of consumer protection should be conducted.

2. Following completion of this survey, the City should establish strong legal sanction and provide adequate staffing to carry out a strong program in the interests of the consumer.

3. The County Prosecutor's office should vigorously prosecute businesses that are daily committing misdemeanors in violation of the Missouri Retail Credit Act.

4. The State Attorney General's Consumer Protection Division staff should be increased by at least one additional attorney and two investigators.

Recommendation #5

All citizens of Kansas City must recognize the crying need for adequate funds to be supplied for the operation of the City Government, the Police Department and General Hospital. This need must be conveyed and emphasized to the Governor, to the State Legislature, and particularly to the State Legislators from Jackson County.

STATUS: By approving an increase in the earnings tax, citizens of Kansas City have recognized the need for more support of the Police Department and City Government functions such as trash collection. The General Hospital budget for fiscal year 1971-72 was increased by approximately $500,000. The need for more state government support is conveyed through the newly created Inter-Governmental affairs Office.

V. A-HOUSING

Commentary

The nation's housing problem is both extremely pressing and extremely complex. This is especially so in urban areas. To provide the thorough analysis of this problem which would support specific recommendations for solving the problem is beyond the scope of this report. Fairly complete background information on the problem is contained in Building the American City, a 1968 report of the National Commission on Urban Problems (the "Douglas Commission") to the Congress and President of the United States. Similar information about the problem locally is in "A Decent Home for All: Housing Action in the Kansas City Metropolitan Region", a January, 1971 publication of the Metropolitan Planning Commission--Kansas City Region. Both reports contain recommendations with which we generally concur.

But one hardly need be an "expert" to see that much housing in the Kansas City area is deteriorating, or delapidated, or abandoned. In the inner-city alone (CRP Study Area) during the 1970 calendar year there were 1004 dwelling units demolished, and 208 units constructed. Though disproportionate numbers of persons residing in such housing are minority persons, substantial numbers of whites--predominantly of moderate income--reside in such housing.

In other words, there is a severe shortage of housing--especially for moderate income families. To cite numbers, the Metropolitan Planning Commission estimates that about 81,000 families in the Kansas City area--almost 1/4 of the area's residents--live in housing which is not decent, safe, and sanitary, and that 36% of Kansas City area families meet income eligibility requirements for federally-subsidized housing. According to the 1960 census (comparable 1970 data are as yet unavailable), of the 365,000 households in the Kansas City metropolitan area at that time, 135,900 households had serious housing problems, an additional 44,600 households occupied substandard housing, an additional 27,600 households occupied standard but overcrowded housing, and an additional 63,700 households occupied standard units but paid over 24% of the household's income for rent or house payments. Any casual observer--especially one who has tried to rent or purchase a decent unit of housing at a price he can afford --can see today that the situation has not improved and in fact may have worsened. Citizens forced to occupy unsafe and substandard housing are hardly unaware of their lack of options and opportunities and of the larger society's apparent lack of commitment to remedy the situation.

Causes of the housing shortage are various. Major causes are high costs (of land acquisition, development, construction, rehabilitation, and financing, for example), unsound patterns of land use (which cause both a "suburban sprawl" and an accelerated rate of deterioration in older urban neighborhoods, among other things), restrictive zoning, under-financed and overly-complex federal housing subsidy programs (and abuse of such programs and other federal programs like urban renewal and highway construction subsidies), counter-productive methods of taxation (including both lack of tax incentives for private invest-

ment in moderate income housing production as well as over-reliance on the property tax), arbitrary or antiquated building codes and code enforcement programs, exploitation of home buyers by certain real estate and financing interests, and racial and economic discrimination. In short, there is an appalling lack of commitment on the part of the public and private sectors to the creation of equitable housing opportunities for all citizens.

Citizens with moderate incomes--and particularly those who comprise racial and ethnic minority groups--are the victims of this lack of commitment.

The Douglas Commission report, cited above, sums up the situation as follows:

> We must put housing on the front burner. We must focus our housing programs on housing for poor people. We believe in giving local authorities the tools and the money to get the job done. The States must have an expanded role, especially in getting sites, providing for low income housing, and in breaking down the barriers of codes and zoning. We need simpler programs, a speedup in processing, and more initiative from Federal agencies. We seek the utmost cooperation from builders, developers, and private industry. If all of these fail to bring an abundance of housing for poor people, then we believe that the Government must become the builder of last resort. We hope this is not necessary but past neglect, unfulfilled promises, misplaced priorities and the consequences of failing to act give us compelling moral and practical reasons for proposing no less.
>
> We must ease the tension between central city and suburb, between rich and poor, and especially between black and white. Too few have recognized how these basic democratic issues are related to local government structure and finance, to zoning policies, land and housing costs, or to national housing policies. The recommendations we make in these areas are a test of our most fundamental beliefs. We are a wealthy Nation, so it is not really a question of whether we can afford to do such things as we recommend. It is simply a matter of whether we still have faith in freedom, in equality, in justice, enough to make sacrifices in their cause.

We believe that the situation can be changed for the better and are hopeful that creation of the Mayor's Temporary Advisory Commission on Housing is a step in the right direction at the city government level. While we recognize that the housing problem cannot be solved through local effort alone, we are confident that manifestation of a public and private local commitment to solving the housing problem, combined with some substantive local successes and effective local public and private pressure for help from larger jurisdictions of government--state and national--constitute a feasible, fair, and vitally necessary method for showing that decent housing for all Kansas City can be a reality.

The following are a few among the many housing needs and issues which should be addressed:

1. A reassessment of housing goals and policies in the Kansas City area, including a policy of dispersal of minority and low-moderate income housing.

2. The need for new types of housing -- public and private, subsidized and non-subsidized -- resulting in scatter-site construction of small family, two-family and town house developments.

3. The regeneration of central city neighborhoods with middle-income housing to make them attractive to whites who have moved to the suburbs.

4. The problem created by some Federal programs that are not only failing to provide sufficient new or rehabilitated housing for low income families, but may, in fact, be perpetuating and creating slums far beyond the city's ability to clean them up.

5. The problem of housing abandonment, its causes and ways to deal with them.

6. The possibility of rental of FHA and VA repaired houses now standing empty while families are desperate for decent housing.

7. The establishment of an area housing authority, or, short of that, a City Department of Housing, to implement policies as set forth by the Advisory Commission on Housing.

V. B-EMPLOYMENT

Commentary

No other single factor has as much potential for bringing about positive change and social justice as does employment. Conversely, unemployment compounds many times over already existing frustration, alienation, despair and hopelessness. Although employment is treated here in a separate section, the employment needs of minority and low-income persons must be a prime consideration in every area of social concern addressed in this report. For many years, emphasis in this field has been on simply gaining access to jobs; more recently, promotional opportunities have received close scrutiny. But in the last few years, minority persons have become more sophisticated about other equally critical factors--contract compliance, development of minority-owned business and development of minority contractors and sub-contractors. These latter factors serve two basic purposes: developing the economic status of minority communities and providing additional employment opportunities for minority persons.

A number of programs, some of which were in existence at the time of the civil disorder, have been addressing job training and placement: the Concentrated Employment Program (CEP), On-The-Job Training (OJT), Labor Education Advancement Program (LEAP), Manpower Development and Training Act programs (MDTA), National Alliance of Businessman (NAB), The Mayor's Council on Youth Opportunity, and the Coaches Council among them. The Human Resources Corporation, Model Cities, CEP and NAB have attempted to provide some coordination of these various efforts. An Equal Opportunity in Employment Ordinance passed in 1970 addresses both equal access to the labor market and promotional opportunities for those persons who have traditionally been confined to dead-end, menial job classifications. The MUST bus program has alleviated the transportation problems of inner city residents somewhat. The most significant developments in the area of contract compliance and minority contracting have been the designing of the Kansas City Plan for the Inclusion of Minorities in the Construction Industry; the creation of organizations such as MO-KAN Minority Contracting Association and the Economic Development Corporation; the expansion of programs such as the Black Economic Union (BEU); and a greater awareness on the part of several agencies--including city government--of their responsibilities in this area.

The effectiveness of all these programs has been impeded by long labor strikes, wage freezes and generally "tight" economic conditions. A number of critical problems have not been addressed adequately; some are even worsening.

As business and industry continue to move to outlying areas away from the inner city, potential workers are faced with increasingly severe transportation problems. Increased effectiveness of the MUST program is dependent on the interest and participation of employers. Transportation components can also be made a part of innovative and imaginative training programs in private industry through utilization of supportive services available to industries participating in programs related to HRC or CEP.

Use of job screening methods that are discriminatory--according to the criteria defined in the Supreme Court ruling in Griggs vs. Duke Power Company--is wide-spread. The inability of a particular grouping of persons to pass a test because they have been denied exposure to the experiences that render a person capable of responding adequately to the test contents now constitutes legal necessity for most employers to re-examine and revise or replace their entire testing procedure.

Even where compliance with federal, state and local laws is occurring, equal access at every level of employment has not been assured. Authentic affirmative action which goes beyond the scope of minimal legislative requirements is a must if there is ever to be real success in eliminating discrimination.

The success or failure of any training or affirmative action program ultimately rests on two factors: the commitment of top management, and the sensitivity of first-line immediate supervisors of trainees. Much more emphasis needs to be placed on "awareness" sessions to better equip supervisors to produce positive results. Counselors capable of relating to minority employees must be hired in greater numbers to work on a day-to-day basis with trainees.

In the area of contract compliance, one of the biggest obstacles has been the manner of "letting" bids. There is still a reluctance to use techniques such as requiring potential bidders to submit an acceptable affirmative action agreement complete with a time table and specifically stated goals. As a consequence, the question as to whether the contractor or sub-contractor awarded the contract is an equal opportunity employer--and therefore the "best," as well as the "lowest," bidder--frequently becomes a major source of dissension.

Bonding and insurance requirements present further obstacles to minority contractors and sub-contractors. Insurance companies in general urgently need to recognize the effective role they could play in this area.

Finally, an area of concern that has been ignored to a large extent is the dichotomy between the academic preparation and training being given young persons and the expectations of employers, particularly in the areas of vocational and commerical training. The business sector is constantly making labor-market-need projections; this information could be profitably utilized in planning curriculums to more adequately prepare students for entrance into the labor market.

CURRENT RECOMMENDATIONS

1. Increased effort should be made to assure equal promotional opportunities for minorities and the disadvantaged within both public and private sectors.

2. Affirmative action programs beyond compliance with federal, state and local anti-discrimination laws should be utilized by all employers; employers should utilize the services of compliance, training and placement agencies in examining and then changing systems to insure the inclusion of a more proportionate representation of minority and disadvantaged workers at every level of their operation.

3. Unions--particularly construction unions--should re-evaluate their collective bargaining agreements and membership procedures to eliminate barriers--overt or covert--serving to exclude minority and disadvantaged workers. Labor and management must form a positive coalition to achieve this goal.

4. Business and industry should form coalitions with the real estate industry to build integrated communities centered around employment sites.

5. The EEO Ordinance should be strengthened in the areas of contract compliance and the inclusion of minority contractors and sub-contractors in new construction and improvements to existing construction. Stronger provisions should be included to encourage remedial efforts and affirmative action by respondents.

6. Insurance and bonding companies and other interested agencies and organizations should develop broad programs to address the bonding and insurance needs of minority contractors and sub-contractors as well as other minority businessmen.

8. A comprehensive study and evaluation should be made of the available training and placement programs. This information, including prerequisites and procedures for obtaining the various services, should be made available to the unemployed and under-employed in a single, easily understood, piece of literature.

8. Stronger relationships should be developed between compliance agencies and minority referral sources.

9. Agencies which allocate or approve government funding to projects or programs having potential for providing employment opportunities should become more involved in contract compliance efforts.

10. The business sector and the academic sector of the community should develop a means of communicating, so the curriculum can become more consistent with the needs and expectations of employers.

V. C-HEALTH

Commentary

Health services throughout the nation have typically been grossly inadequate for inner-city residents; vehicles for providing of services have been fragmented; procedures for obtaining services have been unnecessarily complex and frustrating.

A number of very significant changes have occurred in Kansas City since 1968 to begin remedying these problems on the local level. The City Health Department has increased its child health clinics from 7 sessions a week to 23, including 4 in the evening; a Family Planning Program has been implemented serving 10,000 women in the inner city; three pre-natal clinics have been established; a protective service program for care of elderly persons has been put into operation; fourteen public health aides have been added to the staff to work in the Outreach Program.

The Wayne Miner Health Center, established by the Human Resources Corporation, has expanded from a caseload of 30 patients in June, 1968, to a current average of 5,000 to 6,000 per month. A health component has been implemented in Head Start programs.

The recently opened Model Cities Comprehensive Neighborhood Health Center is serving areas south of the three HRC areas addressed primarily by the Wayne Miner Center. Model Cities has also established a hospitalization plan for residents of the Model Cities area. Contributions in the amount of $1,000,000 and $500,000 have been made respectively to the Martin Luther King, Jr. Memorial Hospital and the Out-patient Department of General Hospital.

A new Children's Mercy Hospital has been constructed and occupied. Bonds have been passed for additional facilities in the Hospital Hill Complex.

The involvement of the Mental Health Foundation in inner-city problems has increased considerably since 1968, and the out-reach program of the Western Missouri Mental Health Center has been up-graded and expanded to more adequately meet the needs of disadvantaged persons.

Perhaps the most significant development in the area of health services is the effort that has been under-way this past year to coordinate the various programs and agencies through a comprehensive health plan.

The first phase of this effort was begun at the impetus of Model Cities. With funding provided by HEW, a planning committee was formed comprised of representatives from Children's Mercy Hospital, General Hospital, City Health Department, Western Missouri Mental Health Center, Wayne Miner Health Center, and Model Cities Comprehensive Neighborhood Health Center. In addition, consultants met with the committee on a regular basis from the Regional Office of HEW, Model Cities Agency, Mid-America

Comprehensive Planning Agency and the Greater Kansas City Mental Health Foundation.

In addition to the efforts of this committee, funding was provided for the establishment of a Health Resources Institute (HRI) to continue efforts at coordinating health services. Two additional proposals have been submitted--one for expansion of HRI, one for establishment of a Health Maintenance Organization to develop more refined techniques for delivery of health services.

The ultimate goal of these efforts is the providing of complete health services to all persons in the inner-city, regardless of income. While it is too soon to evaluate the impact of this approach on the remedying of health problems, the initial results demand wide-spread support of continuing efforts.

A particularly encouraging development over the past three years in the area of health services is the increased participation of poor and minority consumers through appointments to agency and hospital boards.

Two obstacles that are continuing to influence success in this area are: 1) the lack of coordination of state programs with local-federal efforts, and 2) the problems in areas peripheral to health services such as access--transportation--nutrition, housing and other factors addressed elsewhere in this report.

Every attempt should be made to buttress the efforts of HRI, to increase the number of comprehensive health clinics, and to coordinate state programs with local and federal efforts.

V. D-MASS MEDIA

Commentary

The mass media constitutes a most influential force in the shaping of public attitudes and indirectly influences the establishment of priorities in public and private sectors of any city. This magnitude of power exercised in less than a responsible manner can only serve as an impediment to the correction of social injustices. The existence of only one daily newspaper in Kansas City, with the largest minority-owned paper being issued on a weekly basis, makes the exercise of this responsibility even more imperative.

The revision in boundaries specified in real estate want ads made by the Kansas City Star this year, and the series of conferences held between Star staff, residents of the West Side and human relations representatives regarding reporting of activities in the Mexican-American community are examples of the kinds of efforts that can be made, but can only be effective if subsequent practice increasingly conforms to initial commitment.

It cannot be said too often that the descriptive and categorical terms utilized by the mass media can have constructive influence through projecting images that are fair to the respective groupings, or destructive influence through perpetuating stereotypes. The recent flurry of news items regarding organized crime are particulary disconcerting in the allegations implied regarding the Italian American community. Nor do reviews of books and movies that use expressions such as "black humor" demonstrate any great sensitivity to the black community.

In-depth reporting and diversified programming by radio and television stations and newspapers are imperative to assure that concerns of minority communities are projected--and projected accurately. This can be accomplished only if two approaches are fully utilized: greatly increased employment of minority persons in all job classifications and levels, and participation of the community in the determination of programming content.

Should any Cable TV system be introduced into the Kansas City area, it will provide a most revealing test of the commitment of Kansas City to directing mass media influence in a manner that does not discriminate against the poor and minority communities.

CURRENT RECOMMENDATIONS

1. Citizens should be informed of the Communications Act of 1934 which established the public as owners of the airwaves over which broadcasting signals travel, and of the legal standing of citizen groups in license renewal hearings as established by court decisions of the past three years in suits filed against the Federal Communications Commission (FCC).

2. Community groups should be encouraged to examine the public information files--including the most recent license renewal applications--which

all radio and television stations are required by FCC to keep available for public inspection, and make known any dissatisfactions with the application and degree of compliance.

3. The Kansas City School District should develop, in cooperation with media personnel, curriculum designed to introduce students to the skills required and to the job opportunities available in the field of journalism.

4. The University of Missouri-Kansas City curriculum in the areas of journalism and mass media should be expanded to provide adequate preparations for minority students who must attend this campus in order to reside at home and thus meet financial costs.

5. Intensive recruitment of minority employees should be conducted continually.

6. On-the-job training and educational opportunities should be provided for minority persons who have not completed preparatory training at the college level.

7. Workshops and seminars should be conducted on a regular basis with personnel at all levels of the mass media and representatives of minority communities to increase the awareness of human relations problems and minority concerns.

8. Standards of human relations awareness should be established for, and observed by, media staff.

9. Equal access and control of any Community Antenna Television (CATV) systems established in the Kansas City area should be assured for all segments of the community.

10. Less reliance should be placed on spectacular news about residents of higher socio-economic areas; much more emphasis should be placed on the positive actions and achievements of the youth, and of residents of minority communities.

V. E-CRIMINAL JUSTICE SYSTEM

Commentary

The criminal justice system might be looked at in two ways--from the perspective of the various components that make up the system, or from the perspective of the conditions that produce the bulk of its clientele.

It is difficult to conceive of anyone arguing today that the high proportion of cases originating from the inner city is not the consequence of social circumstances that breed crime and violence. Place any family in a crowded neighorhood with deteriorated housing, poor heating in winter, unbearable heat in summer, little medical attention, inadequate educational preparation, no job, inferior food, inadequate transportation and you have--at the very least--lost any right to an element of surprise when frustration, impatience and acts of anger--some of which are illegal--result.

The reality of that situation, of course, does not condone crime. Nor, however, does it absolve the criminal justice system of its failures. There is little that can be said of the inadequacies of the system itself throughout the nation that has not already been said many times over in a multitude of reports, speeches and editorials. Under-staffing, overcrowding, conflicting philosophies, over-lapping jurisdictions, repressive conditions, discriminatory selection processes--all these collectively characterize an extremely destructive system.

The one large-scale resource that has become available since the civil disorder for coordination of funding to the police, courts, prosecutor and corrections is the Northwest Missouri Law Enforcement Assistance Council. The board membership of the Council was expanded this year and now has broader community representation. During the first three years of operation, by far the greatest portions of funds were allocated for police functions, and for hard-ware and equipment, with minimal attention being given to courts and corrections programs. The 1972 recommendations for funding reflect a trend toward greater emphasis on people-oriented programs.

Numerous changes have also been brought about locally in individual agencies in an effort to improve their operation. Both the field and institutional components of city corrections have been up-graded since 1968: 15 staff members were added through Model Cities funding; the new Municipal Institution was opened last April; the rehabilitative programs at the Institution, which was recently cited as the most extensive program of any institution in the region, has been built up with the provision of legal counsel to inmates and a full-time director of recreation to organize leisure-time activities; declining emphasis on confinement is noted in the steadily increasing proportion of probation cases. The Legal Aid and Defender Society has nearly tripled its budget and opened six field offices since the civil disorder. A new municipal court building is nearing completion, although it will still be necessary to utilize two courtrooms located at police headquarters until additions can be made

to the new building. The municipal court has instituted procedures allowing for release on recognizance, and is in the process of developing a computerized record-keeping system. The range of the amounts of bond that can be set by police personnel has been narrowed, thus reinforcing the judicial responsibility for bond-setting. The juvenile court has funded an attorney to represent juveniles; much more emphasis has been placed on community programs with four group homes having been established in the Model Cities area; in-take procedures have been reorganized; a Department of Juvenile Justice was created; closer contact is being maintained with schools. With the opening of Sober House and Miracle House, a small proportion of alcoholics are being channeled around the courts and jail. Similarly, a number of programs are attempting to deal more constructively with the drug problem.

The above list, while not exhaustive, points to the efforts being made within existing structures. Representatives of these same agencies are quick to point out persistent problems: Deplorable conditions in the Jackson County Jail; over-loaded dockets--to a large extent because of victimless crimes--resulting in inordinately lengthy periods of pre-trial detention; inadequate personnel and programs that are community-oriented, particularly in the areas of education, job-training, and employment; inadequate defense for juveniles; lack of uniformity in bonding policies; negligible preventive efforts with the first-time offenders.

A comprehensive study of the criminal justice system in Kansas City is now being completed. This in-depth statistical survey was accomplished through extensive donations of time, staff, equipment and facilities by various public and private businesses and professional organizations. The portions of the Study of Criminal Justice that have been released to-date offer a number of recommendations for remedying of many problems including those cited above. All conceivable resources should be mustered for prompt implementation of these recommendations. In revising, restructuring and replacing traditional functions internal to individual components, however, the role of each component and its impact on the offender should be viewed in the context of the entire criminal justice system.

In connection with this, the recent formation of the Alliance for a Safer Metropolitan Kansas City is noted. This coalition can potentially play a crucial role both in enlisting public support and private resources for correctional programs, and in serving as a catalyst for the critically needed improvements throughout the criminal justice system.

CONCLUSION

The Advisory Commission on Human Relations will continue to function in the capacity of the Follow-up Task Force on Civil Disorder, but in an expanded capacity with concern for the "quality of urban life." Both the Commission and the Department of Human Relations will be preparing program objectives over the next few months based in large measure on the findings of this report in order to facilitate implementation of the recommendations contained here-in.

We cannot stress too strongly, however, the extent to which implementation of the recommendations relies on the commitment and aggressiveness of people and agencies working in the various areas of social concern. With that in mind, we reiterate three critical observations:

- Systemic change is imperative for the eradication of racism in our institutions;
- Federal funds should act as a catalyst for local change, not an end in itself;
- The sometimes shallow excuse of insufficient local funds is a poor defense against the failure to reorder local priorities and initiate improvements that can be made with no increase in budgetary allocations.

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